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ABSTRACT

The organization of a college of education is discussed in terms of the problem of structure, task, and continuity. Structure is seen as a description of relationships and the behavior that characterizes relationships among people. Relationships exist and develop in organizations only according to the tasks that must be performed in the organization. The important fact is that the tasks of an organization determine the structure. Teacher training programs are concerned with helping the students to give their best performance in the classroom by helping them internalize a personally satisfactory philosophy of education and to translate this in operational terms into appropriate classroom behavior. There is no essential subject knowledge required in this process. If the teacher training function is essentially one of a relationship between a tutor and a group of students, the basic structure is groups of students each with a tutor. The simplest administrative response is to allocate each tutor to a group of students for a minimum period of time in a single location. The more complicated this allocation becomes the more restriction there is on freedom and the greater the amount of control administrators gain. Structure is described as the teacher-student relationship and not in terms of subjects, groups or departments. In order to be functional, structures must be as open to change as possible. Some characteristics of healthy and unhealthy organizations and an example of the allocation of staff time are presented. (SW)

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THE ORGANISATION OF A COLLEGE OF EDUCATION

By H.L. Gray

(n)

In one respect Colleges of Education are one of the simpler forms of educational institution because the primary task of training teachers is less complex than that of other kinds of educational institution. Even so, the same principles of organisation apply and similar problems arise. The management considerations are by no means unique and in fact exemplify the relevance of good theory to good practice.

The Problem of Structure

The first issue that occupies most people when considering organisational problems is that of structure. Almost invariably structural solutions are offered as the first approach to the problem. There are all kinds of ways in which this is done from setting up committees and working parties, appointing new leaders and secretaries, reorganising time-tables and the re-allocation of space and so on. But a first axiom of good management is not to alter the structure, just as the first mistake of bad management is to make purely structural changes.

The reason is quite simple. Structure is no more than a description of relationships and the behaviour that characterises relationships among people. Relationships exist and develop in organisations only according to the tasks that must be performed in the organisation. Organisation theorists acknowledge two basic forms of relationship - the formal and the informal. The formal relationships are those that are concerned with the performance of the primary task while informal relationships are those that follow from the formal relationships. Another way of expressing it is to say that formal relationships are part of the technical activity for task performance while informal relationships are the affective behaviours of people within and without the performance of technical activities.

(n) In broad terms, the considerations presented here apply equally to Faculties of Education (and indeed most Faculties) within larger educational institutions e.g. Polytechnics and Institutes of Higher Education).

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The important fact is that the tasks of an organisation themselves determine the structure and do not derive from a disembodied structure. When tasks and structure relate closely, morale is high, motivation is high, and personal satisfactions are high. When imposed structures do not relate to the tasks, morale, motivation and satisfactions are low. Personal energy is directed towards complaining and alienative behaviour instead of creative activity and ideological commitment.

In many organisations, problems of low morale, disaffection, declining activity, etc. are tackled by structural changes - for example by replacing senior management - but these changes can only begin to be effective if morale changes, and changes in morale are dependent on a re-evaluation of the organisation's tasks. (Sometimes a more general term such as 'mission' is used to describe the cluster of tasks that must be performed in an organisation if it is to remain 'healthy'). Organisational (task) re-evaluation becomes increasingly difficult the more threatened an organisation becomes. No one worries when things go well and the market is buoyant but as soon as things go wrong there are many attempts to apportion blame to everyone else but oneself.

It is a characteristic of organisations under threat for management to seek greater control and for power to be clawed back towards the centre. Yet the centre is always the most vulnerable part of an organisation. It is because the central activity is failing to meet needs (sc. market needs) that the organisation is perceived to be in difficulties. Healthy activity will always be at the margins-though this is not to say that all marginal activity is healthy.

In one sense, the most pressing structural change in an organisation will be to change the nature of control because failure to deal with threat is a consequence of the inadequacy of the control, or managerial, system. Conventionally, the solution is to sack the boss and there is much to commend this from a theoretical standpoint. For the behaviour of the boss is that which is most

closely related to the current mal-functioning of the organisation. Bosses, of course, will not sack themselves and there is sometimes - especially in non-commercial organisations - a considerable reluctance to admit that central figures may be at fault (though some exploratory work on heads of schools suggests that they have an excessive personal identification with their school and fail to recognise the functional importance of their colleagues).

Unless there is a full re-evaluation of the tasks (mission) of the organisation there is no means of knowing what changes need to be brought about. A second axiom of organisation theory is that individuals are always more protective of their own position than anyone else's. So it follows that though organisations need to change, members will do all they can to prevent change that affects themselves. Hence the need for a full re-evaluation that places everyone at theoretical risk so that everyone's position can be explored and not just that of a selected few. It is, of course, nonsense for a manager to claim that a radical appraisal is impossible just because it is sweeping. To do so is simply to create a protective blockage. In re-appraisal, there can be no 'no-go' areas otherwise it is not a true re-evaluation.

The Problem of Task

Organisations serve a multiplicity of purposes having to satisfy the needs of members which may or may not relate to the primary task, i.e. individuals may themselves not be committed to the primary task but are able to fulfil their purposes through it; one cannot expect equal dedication of every member to the ideology of the leader. Consequently, it is unrealistic to assume that the primary task is of equal significance to everyone; the simpler the (organisation of) the primary task the easier for more members to gain their personal satisfaction; the more complicated the primary task the more difficult for members to realise personal satisfaction. The reason is that the more complicated tasks lead to more complicated structures and more complicated structures lead to more control.

The pure teaching relationship is one of the simplest of organisational structures; complex though not complicated. Training situations are a little more complicated because they contain a technical (technological) element which may itself be complicated (e.g. electronics engineering). In a college of education, however, the primary task is not the training relationship (though training may be a secondary task). The teaching relationship depends on the realistic self-assurance of the teacher and his skills in developing the same qualities in his pupils. To do this he requires both knowledge and degrees of technical skill that relate to what he teaches but essentially the relationship is 'interpersonal' rather than technical (technological).

The aim of the teacher trainer is to build the confidence of each of his students so that they can behave realistically in the classroom. How this is done is entirely arbitrary in terms of content but highly circumscribed in terms of the process. The process is the exploration of the quality of relationship between tutor and student and so long as the relationship is explored it little matters whether the content be a foreign language or the common law of England. The measure of the learning of student teacher is, of course, not his performance in the classroom in visual terms but the quality of relationship in affective terms between student teacher and his class members.

Implications for the teacher training process

Expressed this way, the content of teacher training programmes is essentially simple. The concern is to help the student to his best performance in the classroom by helping him to internalise a personally satisfactory philosophy (or idealogy) of education and to translate this in operational terms into appropriate classroom behaviour. It will be seen that there is no essential subject knowledge required in this process so the organisational implication is that 'subject content' is a minor consideration; we are not concerned at all with 'what does he know?", only 'how will be learn?'.

It is appreciated that many people find the distinction between process and content a difficult one because the two concepts cannot be separated in operation, only in consideration. Perhaps an anology will help. The process of gardening can occur (in some form or another) wherever there is a garden but what grows in the garden is a matter of choice. Hence 'learning to teach' is a common process whatever the content. The primary process is 'teaching'; the secondary and consequential process is 'teaching something'. No doubt this is what is meant by 'education theory' in colleges as against subject matter but once an individual begins to say what 'education theory' consists of he enters the area of personal opinion and choice.

The first precept in management theory is that administration should be as simple as possible. This means the simplest administrative structures. But simplicity also requires openness or sharing if it is to escape simple dictatorship. A reason for openness is that expertise exists throughout the organisation and seldom at the point where it is 'needed'. That is because a person with expertise and using it will not 'need' his expertise though he may need someone else's. No single individual can possibly possess all the expertise required by an organisation because by its very nature organisations are collectivities. And certainly neither expertise nor understanding come by virtue of position in an organisation.(n) Understanding and skill tend to come as a consequence of experience outside the organisation and so 'innovative'resources become available from whoever is involved across the boundaries of the organisation.

It we can state that the primary task of a teacher training institution is as described above and if we can accept that structures deriving from the performance of that function should be as simple as possible, certain administrative consequences become possible.

(n) There is a problem about learning by experience. There is no evidence that managers actually learn new behaviour or perceptions by experience but there is some evidence that they receive confirmation of their position through their experience. Quite different matters.

Administrative Solutions

If the teacher training function be essentially one of a relationship between a tutor and a group of students, then the derived behaviour expressed in terms of structure is simply 'x'teachers together with'y' students. The basic structure is as many groups as there are tutors, i.e. the basic structure is groups of students each with a tutor.

The simplest administrative response is to allocate each tutor to a group of students for a minimum period of time in a single location. The more complicated this allocation becomes the more restriction there is on freedom and the greater the amount of control administrators [(n)] gain. In practical terms, greatest flexibility in a college would be achieved if all students were shared equally among all the tutors for all the time. In this way individual choices can be exercised at least organisational cost. But most institutions for a variety of reasons would need to modify this structure and as an example, a reasonable compromise would be to allocate students to staff as described for two days of the week, allow free choice of groups for two days and leave one day free. This is a purely pragmatic solution given that the number of days in the working week is 5 (not 6 or 7).

A natural time-table might be:

	M	T	W	Thur.	F.
a.m.	Tutorial	Option Groups	Free	Tutorial	Tutorial
p.m.	Tutorial	Option Groups	Free	Option Groups	Option Groups

Collective time could be organised in either option or tutorial time when college lectures (followed by tutorials) could be scheduled. In a year each lecturer might offer one collective lecture according to the number of weeks and number of lecturers. A similar pattern can be followed for each full time course given that the recruitment is at a staff-student ratio of

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(n) There is always a confusion between administrative control and personal and/or expert authority. Heads may exercise full administrative control while having neither personal or expert authority. When this occurs the organisation lacks external credibility and alienation of members develops.

1:10. Part-time courses slot into either tutorial or option periods according to the teaching load but so far as possible part-time and full-time courses do not overlap.

It will be noticed that structure has been described as the teacher-student relationship not in terms of subjects, groups or departments. That is because these are administrative or co-ordinating functions. They are neither teaching or academic functions per se. As the need to co-ordinate and administer arises, administrative functions begin to appear but they must remain facilatitive if they are not to get out of hand. The greater the amount of administration the greater the lack of co-operation and the greater the anxiety to increase control. Technically it is possible for each tutor to function as an entirely independent organisation and the extent to which independence is curtailed is a measure of organisational control. However, an increase in control leads to less accountability, an increase in facilitation leads to greater responsibility.

There is a strong element of pragmatism in all this. One of the essential activities related entirely to the primary task is the recruitment of students. A college of education may recruit teachers in one area only (e.g. Art) or in a variety of areas, but the task is dependent upon recruitment of certain numbers of students in a pre-determined ratio. Unless organisations recruit efficiently (i.e. economically) they cannot survive and it is suicidal to pretend otherwise. There is a real sense in which economic viability is an indicator of organisational health because the recruitment of students is a boundary activity and (as explained) it is at the boundaries that organisations are healthiest.

Organisations tend to increase the variety of activity at the centre because the more there is to control, the more important the controllers become. But central activity is the most vulnerable so a healthy organisation places only the common and facilitative processes (e.g. recruitment, resource allocation, personnel functions) at the centre and supports innovative activity

at the boundaries. These boundary-spanning activities are (for the most part) group activities in healthy[(n)] organisations and (for the most part) individual activities in unhealthy organisations.

A college of education, then, organised according to its primary task and taking note of student needs, to be trained in classroom practice, and staff needs, to relate to the external world in academic and professional terms, will have student groups - the tutor with his allocation of students - and staff groups - groups of staff engaged in collaborative professional activities. Supporting this basic structure will be an administrative structure facilitating the work of the two types of group (see diagram at end).

The description here is bottom up rather than top down. This is a critical perspective. Conventional views of organisations tend to be hierarchical in terms of leadership and control. In the model described here, leadership is a function of the organisation, of the membership as a whole facilitated by an ideologically neutral administrative system. Leadership can only be exercised when it offers freedom not when it provides control so authoritarian management and leadership are incompatible unless leadership has no other meaning than creating blind obedience. Clearly teacher training occurs in an academic context and there can be no overall academic leadership only the different forms each individual can offer (because academic leadership is by its very nature disparate and diffuse.)

On the other hand, if the administrative process gets in the way of the individual exercise of freedom, initiative is stifled and no effective leadership occurs. Managers can prevent leadership from occurring but managers who do so through the administrative system cannot themselves provide leadership. The reason is simple. Members whose energies are frustrated within can and do go outside for fulfilment. Managers who have alienated members by their administrative blockages cannot also inspire members to do what they want them to do. You cannot alienate and lead.

(n) Though these are contentious terms, the concepts they represent are real enough. An index of healthy and unhealthy by Fordyce and Weil is appended.

The Problem of Continuity

Formal structures are fossilisations of behaviour patterns that may once have been relevant but which now cannot be applicable. Structure by its very nature must be dynamic and changing. Structures which do not change become increasingly dysfunctional. However, natural structure is too complex to be confined within formal organisations; by definition institutionalisation is restriction on organisation. Hence, healthy organisations are open to as much change as possible veering always towards natural order(which is often feared as anarchy; an impossible condition which no one has ever experienced). Natural order is, of course, highly volatile which is why it is feared; organisation is an attempt to control 'natural' order.

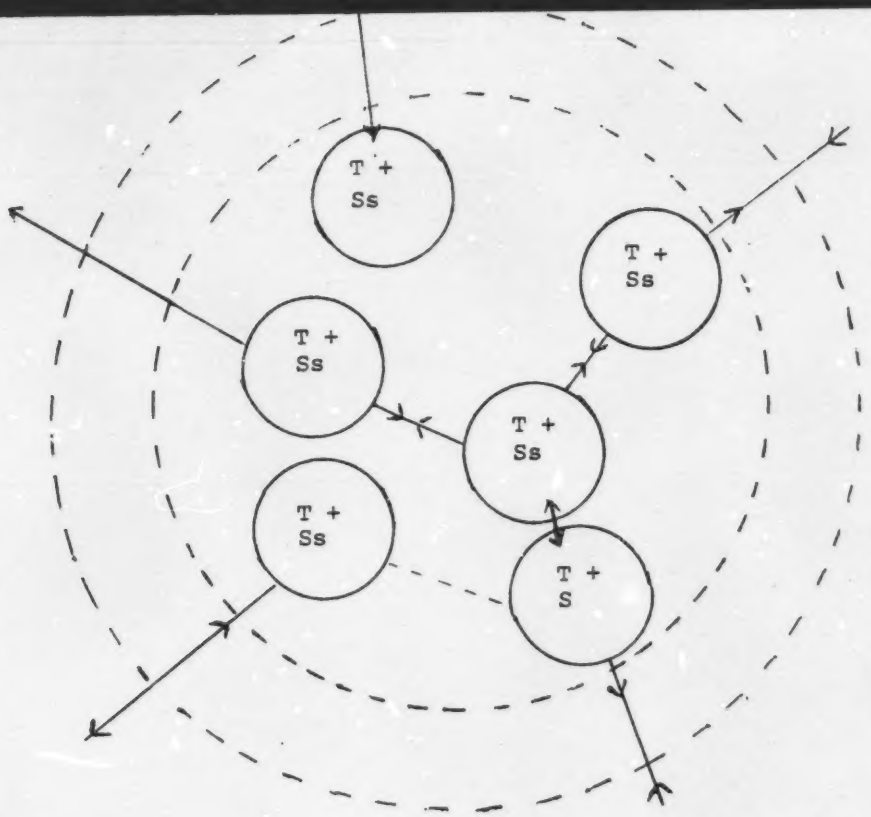
Openness and continuity depend on the power structure (or perceived power structure) of an organisation which is bound up with material rewards and sanctions. Power structures are highly persistent and often unacknowledged, at least openly. Educational institutions should be collegial institutions because education is destructive of tradition, power and authority. The best education is, in one way or other, the most subversive. Hence educational institutions if they are to function appropriately use the reformist characteristics of education as a powerful element in structure. That is what collegiality means - debate, discussion, democratic decision-making, independence, autonomy, deviance, etc. An authoritarian organisation in an educational institution is a contradictory (and alienative) state. Unless members are being actively subversive their organisation is not properly fulfilling its functions and purposes. Conformist and tradition supporting education is a paradox though for some people a preferred paradox to that of freedom giving organisation.

The Catch 22

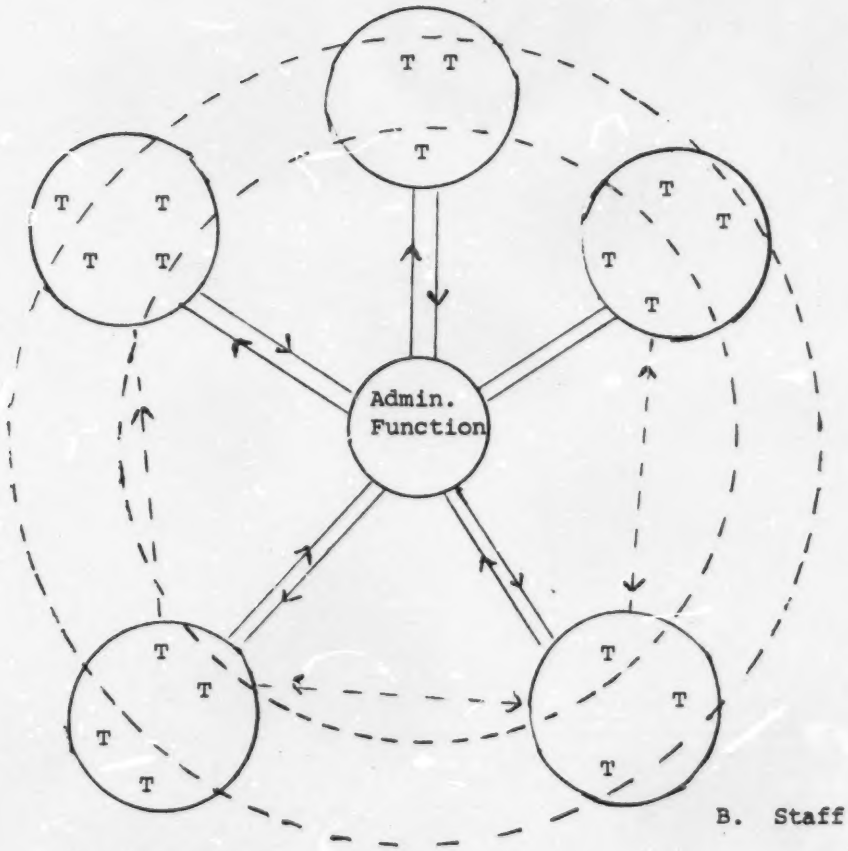
The paradox of educational organisation is that it denies freedom while purporting to offer it. Members of educational institutions call out for freedom but when they are offered it they fear to take it. In one sense

freedom cannot be given, it can only be seized and true management has to resist giving what it so ardently desires to give. But few educational managers actually desire to give others freedom; they want only to take it away. A weak man seeks to increase his control over others; a strong man seeks to reduce his influence. Sadly, educational institutions give all the appearance of being composed of weak men who are interested not in freedom but control more often than not without realising it. But if we do not make educational institutions places of freedom, their very existence is at peril.

The centralisation of power is a sign of organisational weakness yet that is the only response educational institutions seem to be making in the current economic climate. The situation speaks for itself.



A. Student Structure



B. Staff Structure

A WORKED EXAMPLE

A college recruits students on the basis of 10 students for each member of staff. In practice, this will be according to some formula and different causes and types of programme will have different weighting (e.g. post-graduate and part-time courses). However, the basic student numbers will have a staff-student ratio and in the example we assume 1:10.

All courses are staffed up to the recruitment number. Teachers have a standard teaching hours work-load, e.g. 15. Hence a full-time course is entitled to a maximum of 15 hours teaching which could be time-tabled as 3 hours per day. However, with a 15 hour maximum, a teacher is not free to teach elsewhere so the practical allocation is, say, 12 hours. If this is further reduced by large group sessions, e.g. the course allocation will be 10 hours. Ten hours can be time-tabled as 1½ full days with an additional hour for tutorials.

A teacher now has 5 hours to spare which he may use up or 3 hours optional studies + two hours for course administration, committees, etc. It may also be deducted for research time on a Faculty virement basis.

Where recruitment is less than the staff establishment, work can be determined in research, development and special short course programme.

It is unlikely that a college will be running a single course so the college organisation may be either in terms of courses or subject areas. Course teams as basic units are usually unsatisfactory because they divide loyalties and attachment. Divisions on subject area basis are better because they are more truly teams than course teams (except for course development teams) and allow for greater loyalty and flexibility.

For example, an Ecology Division of 5 staff would be allocated 50 students for 75 hours but they may be on 3 different courses. The team would decide how these student courses were taught and what ratio of staff they would work with. One course might be taught in a 1:20 ratio and

another 1:5. Obviously there is greater immediate manoeuvrability with Divisions responsible for how they work and they would themselves determine the whole programme for those students allocated to them. Teams can negotiate with other teams to exchange members for special help as required.

Divisions may be centred on particular courses as a core responsibility but will develop a range of activities for which the commonality of interest is critical. For example, a systematic short course programme, consultancy, research, publications, the development of teaching materials, instructional innovation. Members of these teams will have high personal investment in developing their interests and are securely keyed into the college as a whole by the system of allocating students.

College administrative support functions are recruitment, placement (on Teaching Practice), material resource provision, libraries and learning resources, workshops and laboratories, grants and finance, furnishings and plant maintenance, personnel and welfare (staff and student). As general functions these require largely lay staff since they are not professional concerns. Professional decisions are, of course, made by the teaching staff in working parties or committees on which each division is represented. Because the strength of the college is now located at the periphery, in the Division, there is no need for overall professional control except that a college chairman may be elected perhaps annually. The support functions can be grouped under the responsibility of senior staff who prefer administrative to academic involvement.

The role of the Principal is, of course, in addition to the above. Properly understood the Principal has certain statutory requirements and limitations placed upon him but his internal responsibility is to see that the college is efficiently and properly run; the manner in which he does this in nowhere prescribed. The method outlined here permits a real share of responsibility and accountability in ways that conventional structures do not. Presumably it is not unreasonable for a college to be characterised by organisational collegiality - shared responsibility and decision making.

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SOME CHARACTERISTICS OF UNHEALTHY AND HEALTHY ORGANISATIONS

Unhealthy	Healthy
1. Little personal investment in organizational objectives except at top levels.	1. Objectives are widely shared by the members and there is a strong and consistent flow of energy toward those objectives.
2. People in the organization see things going wrong and do nothing about it. Nobody volunteers. Mistakes and problems are habitually hidden or shelved. People talk about office troubles at home or in the halls, not with those involved.	People feel free to signal their awareness of difficulties because they expect the problems to be dealt with and they are optimistic that they can be solved.
3. Extraneous factors complicate problem-solving. Status and boxes on the organization chart are more important than solving the problem. There is an excessive concern with management as a customer, instead of the real customer. People treat each other in a formal and polite manner that masks issues - especially with the boss. Non-conformity is frowned upon.	3. Problem-solving is highly pragmatic. In attacking problems, people work informally and are not preoccupied with status, territory, or second-guessing "what higher management will think." The boss is frequently challenged. A great deal of nonconforming behaviour is tolerated.
4. People at the top try to control as many decisions as possible. They become bottlenecks, and make decisions with inadequate information and advice. People complain about managers' irrational decisions.	4. The points of decision-making are determined by such factors as ability, sense of responsibility, availability of information, work load, timing, and requirements for professional and management development. Organizational level as such is not considered a factor.
5. Managers feel alone in trying to get things done. Somehow orders, policies, and procedures don't get carried out as intended.	5. There is a noticeable sense of team play in planning, in performance, and in discipline. In short, a sharing of responsibility.
6. The judgment of people lower down in the organization is not respected outside the narrow limits of their jobs.	6. The judgment of people lower down in the organization is respected.
7. Personal needs and feelings are side issues.	7. The range of problems tackled includes personal needs and human relationships.
8. People compete when they need to collaborate. They are very jealous of their area of responsibility.	8. Collaboration is freely entered into. People readily request the help of others and are willing to give in turn. Ways of

Seeking or accepting help is felt to be a sign of weakness. Offering help is unthought of. They distrust each other's motives and speak poorly of one another; the manager tolerates this.	helping one another are highly developed. Individuals and groups compete with one another, but they do so fairly and in the direction of a shared goal.
9. When there is a crisis, people withdraw or start blaming one another.	9. When there is a crisis, the people quickly band together in work until the crisis departs.
10. Conflict is mostly covert and managed by office politics and other games, or there are interminable and irreconcilable arguments.	10. Conflicts are considered important to decision-making and personal growth. They are dealt with effectively, in the open. People say what they want and expect others to do the same.
11. Learning is difficult. People do not approach their peers to learn from them, but have to learn by their own mistakes; they reject the experience of others. They get little feedback on performance, and much of that is not helpful.	11. There is a great deal of on-the-job learning based on a willingness to give, seek, and use feedback and advice. People see themselves and others as capable of significant personal development and growth.
12. Feedback is avoided.	12. Joint critique of progress is routine.
13. Relationships are contaminated by maskmanship and image building. People feel alone and lack concern for one another. There is an undercurrent of fear.	13. Relationships are honest. People do care about one another and do not feel alone.
14. People feel locked into their jobs. They feel stale and bored but constrained by the need for security. Their behaviour, for example, in staff meetings, is listless and docile. It is not much fun. They get their kicks elsewhere.	14. People are "turned on" and highly involved by choice. They are optimistic. The work place is important and fun. (Why not?).
15. The manager is a prescribing father to the organisation.	15. Leadership is flexible, shifting in style and person to suit the situation.
16. The manager tightly controls small expenditures and demands excessive justification. He allows little freedom for making mistakes.	16. There is a high degree of trust among people and a sense of freedom and mutual responsibility. People generally know what is important to the organization and what is not.
17. Minimizing risk has a very high value.	17. Risk is accepted as a condition of growth and change.
18. "One mistake and you're out."	18. "What can we learn from each mistake?"

19. Poor performance is glossed over or handled arbitrarily.	19. Poor performance is confronted, and a joint resolution sought.
20. Organization structure, policies, and procedures encumber the organization. People take refuge in policies and procedures and play games with organization structure.	20. Organization structure, procedures, and policies are fashioned to help people get the job done and to protect the long-term health of the organization, not to give each bureaucrat his due. They are also readily changed.
21. Tradition!	21. There is a sense of order, and yet a high rate of innovation. Old methods are questioned and often give way.
22. Innovation is not widespread but in the hands of a few.	22. The organization itself adapts swiftly to opportunities or other changes in its marketplace because every pair of eyes is watching and every head is anticipating the future.
23. People swallow their frustrations: "I can do nothing. It's their responsibility to save the ship."	23. Frustrations are the call to action. "It's my/our responsibility to save the ship."

From: Fordyce, J. K., and Weil, R. "Managing with People" pp. 11-14.